

STATE OF CALIFORNIA
Capital Outlay Budget Change Proposal (COBCP) - Cover Sheet
DF-151 (REV 07/18)

Fiscal Year 2019-20	Business Unit 3790	Department Department of Parks and Recreation	Priority No. D-00
Budget Request Name 3790-028-COBCP-2019-GB		Capital Outlay Program ID 2860	Capital Outlay Project ID (7 digits. For new projects leave blank) 00005276
Project Title Fort Ross SHP: Visitor and Educational Improvements		Project Status and Type Status: <input checked="" type="checkbox"/> New <input type="checkbox"/> Continuing Type: <input checked="" type="checkbox"/> Major <input type="checkbox"/> Minor	
Project Category (Select one) <input type="checkbox"/> CRI (Critical Infrastructure) <input type="checkbox"/> WSD (Workload Space Deficiencies) <input type="checkbox"/> ECP (Enrollment Caseload Population) <input type="checkbox"/> SM (Seismic) <input type="checkbox"/> FLS (Fire Life Safety) <input type="checkbox"/> FM (Facility Modernization) <input checked="" type="checkbox"/> PAR (Public Access Recreation) <input type="checkbox"/> RC (Resource Conservation)			
Total Request (in thousands) \$3,992	Phase(s) to be Funded P	Estimated Total Project Cost (in thousands) \$29,485	

Budget Request Summary

The Department of Parks and Recreation (Parks) requests \$3.9 million General Fund for the preliminary plans phase of the Fort Ross State Historic Park (SHP): Visitor and Educational Improvements project in Sonoma County.

This project includes construction of new cabin accommodations, replacement of the water treatment system, accessibility upgrades for the existing kitchen and restroom, demolition of existing cabins for tent camping, stabilization of the historic Lambing Barn, and adaptive rehabilitation of ranch era historic structures for classrooms and interpretive areas.

Requires Legislation <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No	Code Section(s) to be Added/Amended/Repealed	CCCI 6679
Requires Provisional Language <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Budget Package Status <input type="checkbox"/> Needed <input checked="" type="checkbox"/> Not Needed <input type="checkbox"/> Existing	
Impact on Support Budget One-Time Costs <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Future Costs <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Future Savings <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Revenue <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No		
If proposal affects another department, does other department concur with proposal? <input type="checkbox"/> Yes <input type="checkbox"/> No Attach comments of affected department, signed and dated by the department director or designee.		

Prepared By	Date	Reviewed By	Date
Department Director	Date	Agency Secretary	Date

Department of Finance Use Only

Principal Program Budget Analyst
Original Signed By:
Andrea Scharffer

Date submitted to the Legislature
JAN 10 2019

A. COBCP Abstract:

Fort Ross SHP: Visitor and Educational Improvements - \$3,992,000 for Preliminary Plans. The project includes construction of new cabin accommodations, demolition of existing cabins for tent camping, utility upgrades, stabilization of the Historic Lambing Barn, and adaptive rehabilitation of the historic structures for classrooms and interpretive areas. Total project costs are estimated at \$29,485,000, including preliminary plans (\$3,992,000), working drawings (\$1,817,000), and construction (\$23,676,000). The construction amount includes \$19,312,000 for the construction contract, \$1,352,000 for contingency, \$800,000 for architectural and engineering services, \$1,950,000 for agency-retained items, and \$262,000 for other project costs. The current project schedule estimates preliminary plans will begin in July 2019 and be completed in December 2020. The working drawings are estimated to begin in January 2021 and be completed in January 2022. Construction is scheduled to begin in April 2022 and will be completed in June 2025.

B. Purpose of the Project:

Fort Ross SHP is an internationally significant part of California's history and a critical element of California's tribal cultural history. The site is recognized as a National Historic Landmark and California Historical Landmark. The park is also noteworthy for maintaining a high political profile, bringing in foreign and domestic dignitaries on a regular basis for visits, conferences, meetings, and special events. Fort Ross SHP also provides educational programs, including day trip or overnight experiences for schoolchildren in the rough conditions at the historic Fort compound and annual site visits where university teams engage in community service activities at the park. Additionally, situated on the Sonoma County Coast, visitors enjoy the views while hiking, surf fishing, tide pooling, diving, boating, beach combing, and picnicking. Weekends see an influx of visitors as either a destination point or a respite while driving along the scenic coastline.

There is a need for lower-cost cabin accommodations to meet demand. The current lack of facilities and affordable nearby overnight accommodations at Fort Ross SHP hampers Park's ability to meet demand and deliver expanded educational programs, additional research opportunities for citizen scientists, and more robust cross-cultural exchanges that align with public special events. Special events see participants and visitors scrambling months in advance to book the nearest affordable accommodations they can find in the greater region, often more than an hour's drive away.

Since the 1970s, teams of university researchers and their students, along with park staff and volunteers, have pitched tents and used an area at the upper end of a park maintenance road and its small building with non-accessible compliant toilet/shower rooms and a kitchen – as a base camp principally for archeological field groups. These kitchen and restroom facilities are in need of an upgrade. Furthermore, there are two rotting cabins nearby that are in disuse and should be demolished for tent camping.

Moreover, the on-site water treatment plant that serves the park is currently unable to meet the peak demands of the park unit. During peak season and special events water must be purchased and trucked in. Similarly, the wastewater treatment capacity of the unit is limited. The park unit is remote and public utilities are not an option. To alleviate the problem, a new water source and system is needed.

There is also a large historic Lambing Barn across from the park entrance on the east side of Highway 1 in need of structural stabilization. Parks has envisioned using the upslope area behind the barn for administrative needs, as it would be less visible from the highway and historic core of the park. Further, Parks has envisioned developing an overnight Camp Area on the hillside nearby the historic barn to meet its general development plan and meet current visitor needs.

Various Call Ranch era buildings in the historic core of the park were once part of the historic Call Ranch that operated from the 1870s to early 1970s. Several dilapidated, poorly maintained, deteriorating, and underused outbuildings are visible to the public as they walk from the Visitor Center to the historic Fort compound. The historic Call Ranch era buildings provide an opportunity to adaptively reuse the structures in a new and compatible way that protects the historic context and integrity of the American Ranch Complex while breathing new life into the spaces for public and educational uses.

The purpose of this project is to provide visitors and educational partners with lower cost overnight accommodations and improve facilities in order to expand visitor opportunities to engage in cultural, natural, and recreational educational programs and special events. Facility improvements will rehabilitate and reuse historic ranch outbuildings that are otherwise underutilized and falling into decay, and create new interpretive displays within educational program spaces associated with new visitor and educational classrooms.

Provisional Language:

Provisional language is requested making these program funds available for encumbrance for two years, rather than one year, due to the following factors:

- This project is located in a place of natural resource sensitivity. This results in longer than average time requirements for design, permitting, environmental compliance and construction.

C. Relationship to the Strategic Plan:

The mission of Parks is to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources and creating opportunities for high-quality outdoor recreation.

This project furthers the California State Parks Strategic Action Plan 2013-14 of Park's mission by contributing to the following goals:

- Protect and preserve resources and facilities in the existing State Park System
This project will adaptively reuse and rehabilitate historic outbuildings for interpretive educational, classroom and other visitor serving functions, and integrate and provide appropriate context for the historic ranch tools and equipment in new interpretive displays and storage within the rehabilitated structures.
- Connect people to California's State Park System
The lower-cost overnight accommodations will allow low income as well as tribal communities better access to participate in special events and an expanded range of cultural, natural, and recreational educational program offering.
- Build the foundation for a sustainable future
This project will sensitively design and site within the view shed, modest cabins with low energy use and minimal materials consumption.

D. Alternatives:

The following alternative solutions were considered to address the identified deficiencies:

Alternative 1: Visitor and Educational Improvements (this project). This alternative will provide lower-cost overnight accommodations, demolish rotting cabins for tent camping, upgrade utilities, stabilize the historic Lambing Barn, and rehabilitate the historic structures located behind the Call Ranch Residence. While more expensive, this option will allow Parks to expand learning opportunities for all while also making lower-cost overnight accommodations available.

Alternative 2: Rehabilitate the Historic Structures located behind the Call Ranch Residence. This alternative is less costly and would only adaptively rehabilitate the historic structures behind the

Call Ranch Residence for classroom, interpretive, kitchen and dining. Lower-cost camping accommodations would not be provided under this alternative. With limited and expensive options for overnight accommodations along the Sonoma coast making it difficult for visitors and students to participate in programs and special events, this alternative will not remedy the current limited access.

Alternative 3: No Project. This alternative will not incur any short-term costs, but will limit the park's ability to provide a comprehensive interpretive program, the cultural collections will continue to decay without a safe secure storage location, and the public will not have lower-cost options available for overnight accommodations, especially for educational use.

E. Recommended Solution:

1. Which alternative and why?

The recommended solution is Alternative 1: Visitor and Educational Improvements. This alternative will provide lower-cost overnight accommodations, demolish rotting cabins for tent camping, upgrade utilities, stabilize the historic Lambing Barn, and rehabilitate the historic structures located behind the Call Ranch Residence. This will provide an area for interpretation and classrooms near the visitor center and Fort, a safe and secure location for the cultural collections with viewing access by the visitors, cabins and primitive camping for overnight accommodations, and upgraded utilities for the park.

2. Detailed scope description.

This project includes construction of new cabins, a new combination building, a new access road, site pathways, utilities, demolition of existing cabins for tent camping, accessibility upgrades for the existing kitchen and restroom, replacement of the water treatment system, stabilization of the Historic Lambing Barn, and adaptive rehabilitation of the historic structures located adjacent to the Call Ranch residence to provide for a classroom, interpretive areas, a kitchen, and dining space.

3. Basis for cost information.

Parks estimated public works contract costs based on the detailed project scope description, schematics and outline specifications. The estimate is based on RSMeans cost data. Costs are then adjusted for general conditions of the contract, the contractor's overhead, profit and bonds/insurance. The estimate is then adjusted to the midpoint of the anticipated construction period at a rate of 0.42 percent per month to adjust for the effects of inflation.

Agency retained costs are based on the staff effort and associated operating expense required to accomplish the identified tasks. Agency retained costs are calculated based on approved salary rates as of January 2018.

4. Factors/benefits for recommended solution other than the least expensive alternative.

The least expensive alternative would be to do no project. However, under this scenario, Parks will be unable to rehabilitate decaying historic structures and valued cultural resources could be damaged and/or lost. By not providing lower-cost overnight accommodations, fewer visitors will be able to experience the educational and recreational opportunities at this state park.

5. Complete description of impact on support budget.

A development of this scope and magnitude will have an impact to the operating budget of the park unit and district. However, the costs will preserve a significant piece of history while expanding valuable educational, recreational, and special event activities to an increased number of park visitors. Furthermore, the expanded educational facilities and lower-cost overnight accommodations will attract educational and research partners, including tribal entities, interested in building park programs with grant funding and donor support.

Support budget impacts based on initial estimates and assumptions are identified below.

Anticipated One-Time Costs:

The additional ongoing workload resulting from this project will necessitate the one-time purchase of the following:

Item	Amount
½ ton pickup	\$30,000
¾ ton pickup	\$38,000
Electric vehicle sedan	\$35,000
1 ton truck	\$50,000
Utility cart	\$14,000
Equipment (Hand tools, shop tools, computers)	\$35,000
Maintenance facility and road improvements	\$271,600
Estimated One-Time Costs	\$473,600

Anticipated Ongoing Costs:

The additional ongoing workload resulting from this project will necessitate the following changes to the department's support budget:

Category	Annual Cost
<u>Staff</u>	
Permanent Staff (5)	\$204,588
Seasonal Staff (3)	\$60,000
Staff Benefits	\$85,926
Staff Total	\$350,515
<u>Operating Expense</u>	
Maintenance	\$50,000
Housekeeping	\$60,000
Refuse	\$50,000
Electrical Utilities	\$40,000
Water Utilities	\$30,000
Equipment	\$25,000
Total OE Cost	\$255,000
Total Annual Cost	\$605,515

Justification: Staff will be required to provide day-to-day maintenance and care of the new and improved facilities related to the project. It will be necessary to have skilled maintenance staff available to ensure the continued ongoing maintenance and function of these facilities. Interpretive staff is also needed for the enhanced focus on interpretation at Fort Ross. Total PY staff needed include one Skilled Laborer, one Park Maintenance Worker, one Park Maintenance Assistant, one Interpreter I, one Water/Sewage Plant Supervisor and three Seasonal Park Aides.

These costs will be necessary to cover the cost of additional utilities associated with the operation of the new facilities, refuse associated with the increased visitor load, and maintenance costs with these types of facilities. Operating costs at Fort Ross SHP are also affected by the remoteness of the location and its distance from vendor services.

Anticipated Revenue Generation:

Anticipated revenue for cabin rentals was calculated assuming a rate \$120.00/night, similar to other facilities in the area. Anticipated revenue for meeting space rentals was calculated

assuming a rate of \$275.00/day, comparable to similar facilities in the area. The project will result in the following changes in the Park's revenue:

Category	Amount
Cabin Rentals	\$209,000
Meeting Space Rentals	\$25,000
Total Annual Revenues	\$234,000

6. Identify and explain any project risks.

The completion of this project would create additional impacts on a unit rich with cultural and historic significance. Construction of overnight accommodations with additional and upgraded support facilities will place added demands on water resources at the site. Access to the site is primarily via Highway 1. Alternate access can be from Fort Ross Road. Highway 1 carries a significant volume of traffic and is subject to road closures due to slides, accidents, roadwork, etc. Fort Ross Road is a narrow winding road that can be difficult to navigate.

7. List requested interdepartmental coordination and/or special project approval (including mandatory reviews and approvals, e.g. technology proposals).

Parks will need to coordinate with the Russian delegation to the US, Call Ranch descendants and the Kashia Band of Pomo Indians. In addition, Parks will work with regulatory agencies on any necessary permits.

8. Attendance History

Recent annual attendance is as follows:

Year	Day-Use	Camping	Total
2012/13	178,279	3,049	181,328
2013/14	185,026	2,407	187,433
2014/15	207,014	4,012	211,026
2015/16	43,514	3,578	47,092
2016/17	123,109	2,201	125,310

9. Environmental indicators.

Chapter 664, Statutes of 2003 expresses legislative intent that departments within the Resources Agency use environmental indicators, where applicable, in the development of budget proposals. The Environmental Protection Agency and the Resources Agency have jointly developed an initial set of Environmental Protection Indicators for California. This project could result in improvements in the following indicators:

No environmental indicators identified.

F. Consistency with Government Code Section 65041.1:

Does the recommended solution (project) promote infill development by rehabilitating existing infrastructure and how? Explain.

Yes. This project rehabilitates multiple existing historic structures.

Does the project improve the protection of environmental and agricultural resources by protecting and preserving the state's most valuable natural resources? Explain.

Yes. This project will provide rehabilitation of multiple historic structures and provide safe and secure storage for the cultural collections.

Does the project encourage efficient development patterns by ensuring that infrastructure associated with development, other than infill, support efficient use of land and is appropriately planned for growth? Explain.

Yes. This project rehabilitates multiple existing historic structures.

G. Attachments:

1. Fiscal Impact Worksheet

Budget Year : 2019-20

New

Project Category:	Public Access and Recreation
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PROJECT COSTS							
Study							0
Acquisition							0
Preliminary Plans/Performance Criteria			3,992				3,992
Working Drawings					1,817		1,817
Construction/Design-Build					23,676		23,676
Contract					19,312		19,312
Contingency					1,352		1,352
A&E					800		800
Agency Retained					1,950		1,950
Other					262		262
Equipment							0
TOTAL COSTS		0	0	3,992	0	0	25,493

PROJECT SCHEDULE (mm/dd/yyyy)		PROJECT SPECIFIC CODES	
Study Completion		Project Management	Owner Department Location Fort Ross SHP
Approve Acquisition		Budget Package	Not Needed City Jenner
Start Preliminary Plans	07/01/2019	Project Type	Major County Sonoma
Approve Preliminary Plans	12/15/2020		
Start Performance Criteria			
Approve Performance Criteria/Release of RFP			
Approve Working Drawings/Proceed to Bid	01/15/2022		
Approve Contract Award	04/15/2022		
Project Completion	06/30/2025		

STATE OF CALIFORNIA		Budget Year : 2019-20
CAPITAL OUTLAY BUDGET CHANGE PROPOSAL (COBCP)		New
FISCAL IMPACT WORKSHEET (FIW)		
Department Title:	Department of Parks and Recreation	
Project ID:	00005276	
Budget Request (BR) Name:	3790-028-COBCP-2019-GB	
Project Category:	Public Access and Recreation	
<i>Identify all items which fit into the categories listed below. Attach a detailed list if funding is included in this request. Provide descriptions and summary estimates for items for which you plan to request funding in the future. When possible, identify funding needs by fiscal year (BY+1 through BY+4).</i>		
PROJECT RELATED COSTS		COST
AGENCY RETAINED:		TOTAL
Cultural (Preliminary Plans: 450; Working Drawings: 250; Construction: 100)	800	
Environmental (Preliminary Plans: 100; Working Drawings: 50; Construction: 50)	200	
Interp (Preliminary Plans: 500; Working Drawings: 500; Construction: 1,750)	2750	
Natural Resources (Preliminary Plans: 250; Working Drawings: 250; Construction: 50)	550	
Real Property Services (Preliminary Plans: 25)	25	
Site Surveys (Preliminary Plans: 80)	80	
TOTAL AGENCY RETAINED		4405
GROUP 2 EQUIPMENT		
TOTAL GROUP 2 EQUIPMENT		0
IMPACT ON SUPPORT BUDGET		COST
ANNUAL ONGOING FUTURE COSTS		TOTAL
Personal Services	351	
Operating Expense	255	
TOTAL ANNUAL FUTURE COSTS		606
ANNUAL ONGOING FUTURE SAVINGS		
TOTAL ANNUAL FUTURE SAVINGS		0
ANNUAL ONGOING FUTURE REVENUE		
Cabin Rentals	209	
Meeting Space Rental	25	
TOTAL ANNUAL FUTURE REVENUE		234

Project Specific Proposals: For new projects provide proposed Scope language. For continuing projects provide the latest approved Scope language. Enter Scope language below.

Conceptual Proposals: Provide a brief discussion of proposal defining assumptions supporting the level of funding proposed by fiscal year in relation to outstanding need identified for that fiscal year. (Also include scope descriptions for BY+1 through BY+4 below).

This project includes construction of new cabins, a new combination building, a new access road, site pathways, utilities, demolition of existing cabins for tent camping, accessibility upgrades for the existing kitchen and restroom, replacement of the water treatment system, stabilization of the Historic Lambing Barn, and adaptive rehabilitation of the historic structures located adjacent to the Call Ranch residence to provide for a classroom, interpretive areas, a kitchen, and dining space.